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Background Paper 20

EXPERIENCES, ATTITUDES AND
INTENTIONS OF THE QUÉBEC LABOUR
MOVEMENT WITH RESPECT TO PAID
EDUCATIONAL LEAVE

Normand Caron

Skill Development Leave Task Force

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Paper

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Normand Caron

April 1983

This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.

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INTRODUCTION

Paid educational leave, whether negotiated or legislated, is an issue of current interest among Quebec labour organizations. Following the adoption of Convention 140 by the International Labour Organization (I.L.O.), at its 59th session in Geneva, in 1974, and also following the work and recommendations of UNESCO and the OECD, and the government enquiries conducted by the Adams Commission (Canada) and the Jean Commission (Quebec), the issue of educational leave is on the agenda of the majority of advisory and decision-making bodies of Quebec labour union organizations.

STUDY GOAL

The aim of this study is to draw as faithful a portrait as possible of the status of the educational leave issue in the ranks of the Quebec labour movement in 1983. The following aspects, in particular, will be dealt with:

1. An analysis of the attitudes of Quebec labour organizations with respect to the training and education needs of their members, accessibility of educational and training programs and activities and the need for and accessibility of paid educational leave according to the spirit and the letter of I.L.O. Convention 140 and according to the division of constitutional responsibility for education and manpower.
2. An analysis of the experiences and attitudes of Quebec labour organizations concerning general policy orientations and priority objectives relative to paid educational leave, in order to improve their members' access to and participation in training and continuing education.

3. A description and an analysis of the actions, interventions and intentions of Quebec labour organizations to promote access of their members to training and educational leave.
4. A presentation of the positions and intentions developed by Quebec labour organizations concerning possible action by the federal government in the field of educational leave.

Each of these aspects was studied separately and is dealt with in a separate part of this report. The report ends with a conclusion and a summary of the study.

METHODOLOGY

This study was conducted in March 1983, on the basis of interviews with some twenty authorized spokespersons of Quebec labour unions, whose names are listed in Appendix I of the report. Both individual and group interviews were conducted. In addition, documents, published material and official statements from various organizations were also used as information sources for this study.

The author would like to thank everyone who provided assistance in the preparation of this study, and in particular Mr. Daniel Benedict, member of the Skill Development Leave Task Force, who acted as study co-ordinator and who provided the required support and administrative assistance.

PART ONE: ATTITUDES OF LABOUR ORGANIZATIONS TO PAID EDUCATIONAL LEAVE

The attitudes of Quebec labour organizations to the need for and accessibility of paid educational leave is an integral part of the economic, social and political context which confronts the overwhelming majority of their members. This context is characterized by:

- (a) The rapid contraction of the labour market in almost all economic sectors, leaving thousands of workers unemployed or on welfare;
- (b) The massive and widespread introduction of new production technologies leading to net losses of jobs;
- (c) The introduction of new forms of work organization oriented towards greater worker participation in management and in control of the work environment (e.g. Quality of Work Life program); and
- (d) New government policies on vocational training which leave little room for retraining and occupational transfer.

These are all factors and situations which conspire to create a feeling of anxiety among workers in the ranks of the Quebec labour movement.

Moreover, these new social economic realities in the workplace have given rise to a more pronounced and evident desire on the part of workers to better understand these profound changes and transformations, to better control the consequences of these changes on their lives and to act on them, and to take advantage of the benefits which they may represent.

1.1 New training needs to be met

In most cases the present situation makes more acute and more obvious new training needs felt and expressed by members of Quebec labour organizations. For some, the fear of seeing their workplace altered by new technological processes (digital control equipment, microprocessors, robots, etc.) encourages them to seek ways to keep their job qualifications up to date, in order to keep their present job or to be able to transfer their skills to another one. For others, the fear of no longer being able to find work in a given sector prompts them to completely reorient their choice of training towards other sectors or other kinds of work. For still others, the desire to enter or to return to the labour market leads them to choose training programs which are most likely to lead quickly to the job of their choice.

Alongside this genuine "explosion" of training needs associated with the development and acquisition of new job qualifications, the Quebec labour movement is also experiencing new education and training needs related to greater participation of workers in social, economic and political life and to greater worker control over the immediate working and living environment. A recent brief presented by Quebec labour organizations to the Quebec Minister of Education (1) stated:

"It is important to consider the growing complexity of laws and regulations which increasingly affect labour relations in Quebec. These laws and regulations are growing in number and sophistication. Quite often, the labour movement is also called upon to participate in managing, supervising and administering them (for instance, in the field of occupational health and safety).

These new situations inevitably create new obligations with respect to the training of its members and representatives."

This recent trend affecting the concerns and aspirations of Quebec workers with respect to their general and job training and their social and union education leads Quebec labour organizations to consider their action in this field as strategic and of the highest priority. A broad consensus is being reached within Quebec labour organizations in order to gain a better understanding of what is at stake in this issue and to approach employers and governments in an on-going fashion in order to promote greater member access to available programs as well as greater member involvement in the management, supervision and administration of programs which may be introduced to meet their needs.

1.2 Eliminating unequal access and discrimination entrenched in programs offered

Quebec labour organizations are aware and well informed of the inadequacies of the educational system which Quebec has developed since the beginning of the sixties. While not disputing the validity of the reform carried out over the last twenty years and the massive investments which have been made, the Quebec labour movement, nonetheless, concludes that this reform has failed to achieve its declared goal of democratizing education.

For example, in its "Comments and positions on the proposals for the revival and renewal of vocational training of young people", the Quebec Federation of Labour, which represents over 300,000 members, the majority of whom work in the industrial and manufacturing sectors, wrote:

An assessment of the school reform of the sixties leads us to the conclusion that it was only half successful, if that... And it is simply unacceptable to discover that 30% of students drop out without graduating from high school and that 60% of young people leave school without any specialized training... In addition, statistics published by the Ministry reveal that the vast majority of children of workers end up in short vocational training programs, thus limiting their opportunities for further training and for professional and social mobility... For the families of Quebec workers, aspirations remain unsatisfied." (2)

As for adult education and the accessibility of continuing education programs to workers, the Quebec labour movement observes the same inequality of access and the same discrimination as in the regular school system. In the briefs presented on this subject to the 'Commission d'enquete sur la formation professionnelle et socio-culturelle des adultes quebecois' (Commission of Enquiry on Adult Vocational and Socio-cultural Training in Quebec), the major Quebec union organizations all reached the same conclusion with respect to the continuing education system in Quebec and the inequalities of opportunity which exist within it. (3) The unions placed particular emphasis on the fact that adult education, far from allowing individuals to "catch up" and complete their inadequate initial training, primarily meets the needs of a more highly educated category of individuals, enjoying higher incomes and occupying skilled or managerial positions. This is confirmed by all the studies, enquires and research carried out on this subject in Quebec over a number of years. (4)

Quebec labour organizations believe that a drastic change of direction is called for in this area and that new legislative measures should be taken in

order to correct the injustices uncovered within the system while permitting better co-ordination between training programs and job and labour market needs.

1.3 A commitment to reducing barriers and obstacles to the full participation of workers in education

Among the most frequently mentioned obstacles to greater participation of workers in the field of adult education according to the Quebec labour organizations report, states on one hand, "that an indescribable administrative mess prevails in this field and discourages even the most determined individuals"(5) and, on the other hand, there is an absence of legal and financial provisions that recognize, both in principle and in reality, the right to education and training for everyone. In the view of the labour organizations, obstacles and barriers to participation fall into two categories: institutional barriers and obstacles due to the workers' personal and collective circumstances.

With respect to institutions (Manpower Centres, private schools, colleges, school boards and universities, employers offering in-house training or apprenticeship programs), the same conclusion of administrative chaos is drawn unanimously by the Quebec labour movement. This stand was supported by the Commission of Enquiry on Adult Education which concludes in its February 1983 report:

"At the present time, in spite of the institutionalization of adult education, it still plays a marginal role in the Quebec educational system. There is little or no recognition of the adult's non-scholastic achievements, pedagogical approaches are not adapted to reality, administrative and technical services are not easily accessible, etc. In other words, the adult is expected to adapt to the school environment, rather than the other way around." (6)

As far as obstacles to participation due to personal circumstances are concerned, the union organizations place the main emphasis on factors related to the position of individuals in the labour market, which seem to be shared by all workers represented. Timetable conflicts, especially for individuals who work rotating shifts, lack of time for studying, excessive work-related and family responsibilities, as well as the direct and indirect costs of participation in education are the reasons most often cited to explain the low rate of participation of members in the training programs available.

1.4 Paid educational leave, an excellent means of achieving greater worker participation

In view of the scope of the training and education needs which are being expressed by workers and members of Quebec labour organizations, and in view of the persistence of institutional barriers and obstacles to their large-scale participation, the labour movement is arriving at a broad consensus to demand legislation which will entrench the right to paid educational leave and establish effective mechanisms, policies and procedures to permit the free exercise of this right. All the union organizations developed this same line of argument in their respective briefs to the Jean commission, and reminded the commission that paid educational leave was, in their view, an essential condition for democratizing adult education as well as an excellent means of increasing worker participation in adult education.

Moreover, Quebec labour organizations are not only asking for paid educational leave for all workers, without discrimination, but also for the unemployed and for women at home. The key elements of the definition of educational leave used by the labour organizations are those contained in Convention 140 of the International Labour Organization (I.L.O.), specifically:

- (a) Leave granted according to law to a worker for educational purposes...
- (b) ...whether for job-related and/or general and/or union purposes.
- (c) ...during normal working hours.
- (d) ...without loss of fringe benefits and with adequate pay.
- (e) ...with the guarantee of being able to return to the job held before taking leave.

A wide consensus has been achieved with respect to policy directions concerning educational leave in Quebec.

1.5 Clarification needed of division of responsibilities between different levels of government

In the view of Quebec labour organizations, there has always been an urgent need to resolve once and for all the federal-provincial dispute concerning jurisdiction over adult education, especially with respect to adult vocational education. The labour organizations have always called for the recognition of exclusive provincial jurisdiction in the field of adult education and training (of whatever type) and the strict application of article 93 of the B.N.A. Act, which grants rights and powers of intervention in this field exclusively to the provinces. The labour movement has achieved a broad consensus in favour of supporting the efforts of Quebec governments to ensure that the province assumes complete responsibility and leadership in the field of job-related training, and also 'repatriates' all federal vocational training funds and programs.

However, notwithstanding this unanimity concerning Quebec's exclusive jurisdiction in this area, Quebec labour organizations have not remained

indifferent or silent about the federal government intentions and policies affecting training. Indeed, the Quebec labour movement has on several occasions called on the federal government, within the context of its own laws and jurisdiction (Canada Labour Code, etc.) to implement policies and measures to encourage greater participation of its members in training. (7)

The same consensus is evident concerning proposed federal policy on educational leave. Quebec labour organizations maintain that in this area it is the responsibility of the government of Quebec to implement a Quebec policy on educational leave in the spirit of Convention 140 of the I.L.O., adapted to the changing conditions in the labour market and to the needs of workers. However, in view of the initiative which the federal government is planning to take on this issue, the Quebec labour movement supports any Canadian legislation or regulation which would give legal recognition to the universal right to continuing training and education and which would enable Canada to ratify I.L.O. Convention 140 (as recommended by the Adams Commission). Provision should also be made for concrete measures to implement educational leave for workers under federal labour relations jurisdiction and for the negotiation of technical and financial arrangements with the provinces to extend this right to all workers, whether or not they are unionized or currently employed.

Quebec labour organizations maintain that a federal policy on educational leave, however advantageous it might be for Quebec workers, which was not preceded by consultations with the provinces and a detailed agreement between the two levels of government confirming the exclusive power of Quebec to legislate in this field, would be considered a new encroachment by the federal government on provincial jurisdiction over education.

PART TWO: THE EXPERIENCE OF LABOUR ORGANIZATIONS REGARDING ACCESSIBILITY OF
EDUCATIONAL LEAVE

Should a government policy on educational leave be formulated, the Quebec labour movement has already made its position publicly known (8) with respect to the urgent needs which such a formula should meet. While agreeing fully with the idea that educational leave should be accessible to every worker who is already employed and who, on his own initiative or with the encouragement of his employer or his professional association, decides to upgrade his job-related technical skills with the goal of improving his performance or becoming more productive, the consensus in the Quebec labour movement is that educational leave should not serve this goal exclusively or even as the highest priority.

The labour movement feels that the primary use of the outstanding tool of educational leave should be to meet the training needs of those who are most 'disadvantaged' or 'underprivileged' by the continuing education system, in order to remove institutional barriers and obstacles due to workers' personal and collective circumstances. In this sense, the labour movement considers that the educational leave formula should be used primarily to achieve the following social and economic objectives:

2.1 Substantially increasing the basic and general education of Quebec
workers

One of the unanimous demands of the Quebec labour movement concerns a general increase in the level of educational attainment and basic training of all workers, a high-priority objective which the Commission of Enquiry on Adult Education supported in its February 1982 report (9).

The Quebec labour movement marshals the following figures and statistics (10) in support of its stand:

- One adult in three in Quebec, in 1976, had less than 9 years of schooling, while in the rest of Canada this proportion was only 23%.
- 70% of the Quebec labour force in 1980 had gone no further than high school or had not even completed high school.
- Even today, 40% of students leave high school without graduating and 67% of young people do not continue their schooling past the secondary level.
- In 1976, there were 315,000 functionally illiterate individuals in Quebec.
- The lack of basic education is a serious handicap in our society, and one which not only deprives individuals of certain indispensable information in areas such as employment, health and safety and the right and means to continue his/her education, but which is also often associated with unemployment, low-paid jobs and crime.
- Retraining is quicker, more efficient and more satisfactory at the personal level for adults who have a good basic education than for those who do not.

The Quebec labour movement urgently demands that government policy on educational leave and the mechanisms for its implementation make this a high-priority objective. Without going so far as to propose that a specific quota

of the educational leave bank be allocated to meet this specific training need, the Quebec Labour movement demands, as a minimum, that the new policy define this availability of educational leave for basic training, and that the relative importance of this aspect in the overall training needs of workers be determined at a later date.

2.2 Increasing occupational mobility

Among the various job-related training needs of workers, the most urgent in the view of the Quebec labour movement is that which directly affects mobility between different occupations and sectors of economic activity. This need is not being addressed in an adequate way by governments, and the current recession affecting Quebec and Canadian society serves only to underscore the urgency of this need.

Whether it is factory closings, mass firings and lay-offs, budget cutbacks in the public service, or technological changes resulting in the loss of jobs, these factors all combine to create a strong feeling of anxiety and insecurity among workers and to generate increasing pressure for training to satisfy the desire to change jobs or to be retrained for another job in another sector. Current job-related training programs make little provision for these kinds of concerns and aspirations.

Taking into account that a large and increasing number of workers are currently experiencing problems of occupational and/or sectoral mobility, the Quebec labour movement sets as a precondition for any government policy on educational leave that, the formula chosen give priority to enabling those who must or who want to change jobs to do so, by increasing their possibilities of occupational and/or sectoral mobility.

2.3 Increasing worker participation in industrial, social and political democracy

The Quebec labour movement has always called for an expanded role for its members in the affairs of the employing organization, in social life and in political life in general. It has often been the outspoken element of workers who increasingly aspire to their rightful place both on the job and in other areas of activity. The major Quebec labour organizations recently stated that "in a period characterized by an economic crisis in which unemployment and inflation simultaneously afflict a large portion of the population; we need the full participation of the labour movement in seeking out, formulating and implementing new policies and solutions". (12)

Moreover, this expanded role, desired and sought after by the labour organizations, will inevitably create ever-increasing responsibilities with respect to the education of their members and the training of their leaders. This demands a special effort on their part in the field of education and training, especially since they are insistent about assuming leadership and exclusive jurisdiction over the training programs involving their many active representatives within public planning and major government policy formulating organizations or within joint management mechanisms for certain policies, such as the new 'Commission de la Sante et la Securite au Travail' (Occupational Health and Safety Commission).

Hence new training programs must be designed and formulated to ensure that active unionists within these varied organizations possess adequate and specialized training. "This means that Quebec labour organizations must have greater resources and new means to facilitate the participation of their members in their own union training programs." (13)

In addition, the Quebec labour movement stresses that there can be no true formula of paid educational leave without the full and complete recognition of union training. Thus, the movement asks that these growing union training needs be taken into consideration in the new policy on educational leave.

2.4 Creation of an Equal Training Opportunities Program for Women

Even if not all Quebec labour organizations make it a priority item, the majority of them believe that special catch-up measures should be implemented to permit women greater access to certain kinds of job-related training, particularly in areas and sectors traditionally reserved for men. To the extent that some equal employment opportunity programs have been implemented in the workplace, it should follow that similar programs be developed for training.

This is why the Quebec labour movement believes that any future educational leave policy should include specific provisions to ensure that women have greater access to training programs which will allow them to enter the labour market, return to it or break out of the job ghettos to which they have traditionally been confined.

2.5 Meeting the specific needs of certain groups of workers

The Quebec labour movement is very much aware of the difficulties being encountered by particular groups of workers with respect to accessibility of training and education. Whether the barrier is one of age, language, race, handicaps, distance or isolation, some groups have little or no access to training programs of their choice. The labour movement further believes that in order to break out of the vicious circle of "discrimination at work -

discrimination with respect to training", special corrective measures should be adopted in any future policy on educational leave. The measures should make it possible to restore the balance and provide equal opportunity of access to training for all groups of workers, without discrimination.

PART THREE: ACTIONS AND INTERVENTIONS FACILITATING ACCESS TO TRAINING AND PAID
EDUCATIONAL LEAVE

Since the early seventies the Quebec labour movement has been increasingly active on the training and education front, in order to promote worker involvement in continuing education. This has been done in different ways: first of all by internal and independent action to acquire the necessary infrastructure and resources for the union training of its members and leaders; by the development of new educational practices and innovative and promising pedagogical approaches, making it possible to better adapt training content to the everyday reality experienced by workers; by seeking out new institutional training and research support; by negotiation in collective agreements of new rights and clauses or formal or informal arrangements permitting the exercise of these rights; and by sustained information and awareness campaigns targeted at local union organizations, concerning the need for and the importance of paid educational leave as a measure to democratize adult education.

3.1 Infrastructure and internal resources

The major Quebec labour organizations have substantially increased their union training budgets over the last few years.

"During the last decade, the Quebec labour movement has become aware of the need to develop, on a permanent and stable basis, union training programs intended to meet the increasingly obvious and increasingly diversified needs of its members." (14)

This awareness has gradually been translated into action, where resources permitted, by the establishment in most major unions of new infrastructures,

such as education services and education funds managed by local, national or international unions, and by hiring educational resource persons capable of developing training content suited to the priority needs of the members and the organizations.

Initially oriented towards the primary areas of union activity - particularly organization, structural operation and collective bargaining - programs were quickly diversified to include all the realities experienced by workers with respect to living and working conditions. Sessions dealing with the Charter of Rights and Freedoms, occupational health and safety, the status of women, preparation for retirement, housing conditions and municipal life have become common in labour movement training programs.

All these new developments in the training field have required considerable expenditure and investment on the part of Quebec labour organizations.

"The financial contribution of the Quebec labour movement to structured and formal training and education efforts for its members and leaders may be estimated, in 1981, at an average of \$16.00 per member. For the 600,000 members of Quebec unions affiliated with a central labour organization, that represents over \$9.6 million, without including the enormous amount of volunteer work done by hundreds of members who devote a great deal of time to developing, presenting, administering and evaluating the programs implemented." (15)

Thus, in the space of a few short years, the Quebec labour movement has succeeded in developing infrastructures and internal resources to give the greatest possible number of its members equal access to basic knowledge about the workings of the modern labour environment. Quebec labour organizations

currently have thirty full-time, salaried employees in the training field. In addition, they can draw on a resource bank of more than a thousand instructors with backgrounds in different areas of work who can take on 'ad hoc' training duties in their respective fields.

3.2 A pedagogical approach and innovative educational practices adapted to workers

The Quebec labour movement has always constituted a "special school" for the training of thousands of workers in Canada. Through intensive development and improved structuring of new training programs, the labour movement has made a significant contribution to eliciting and developing a new eagerness and a rediscovered taste for training and education.

In contrast to the traditional pedagogical approach, which is widespread in adult education programs, and which the Quebec labour movement criticized before the Commission of Enquiry on Adult Education, the movement has developed a new approach and new educational practices characterized by the following features:

- The starting point of this approach is the reality experienced by the worker, his/her problems, his/her aspirations.
- The primary objective is to enable the worker to understand the causes and consequences of his present situation and to act on this information.
- The needs which this training must meet are two-fold: on the one hand, those which are the direct result of union responsibilities

which the individual assumes and activities which he carries out; on the other hand, those which enable the individual to better grasp and understand the social and political environment or context in which these responsibilities and activities take place.

- The primary goal of this training is to promote the collective interests of the workers.

The Quebec labour movement considers that, in this way, it is contributing directly and in a more important way than is generally supposed, to the involvement of workers in the economic, social and political life of society and to greater input into problem-solving by grass roots communities, as well as to greater individual responsibility in the desired process of change.

"This direct and important contribution by the labour movement to citizen participation in the civic and community life of the nation should be recognized as indispensable, especially when society as a whole is confronted with important and dramatic choices in a period of crisis. It is often at these times that society must call on those who have developed a sense of commitment and responsibility and who are in a position to contribute both their experience and their skills to the search for new avenues and new solutions." (16)

3.3 The development of institutional supports

One of the most significant achievements of the Quebec labour movement - and one which is unique in North America - has been to make accessible to workers the needed technical content of training and research through the community services of public educational institutions, mainly universities. All the

briefs submitted by the major Quebec labour organizations to the Jean Commission (17) stressed the very positive results of this new avenue of accessibility to workers of training and research and the very promising consequences for the future if this approach were institutionalized and developed.

It was within the context of the exploration of these new avenues that two of the most important Quebec labour organizations, the CNTU and the QFL, jointly signed an agreement in 1976 with the University of Quebec at Montreal (UQAM), giving union members greater access to the training, research and expertise resources of the university; (18). Moreover, the Quebec labour movement, in co-operation with the universities, has succeeded in operating a research centre, the "Institut de recherche appliquee sur le travail" (IRAT) (The Institute for Applied Labour Research) on a relatively stable basis over the last ten years.

Recently, the Quebec labour movement undertook negotiations with the University of Montreal in order to reach an agreement similar to that between UQAM and CNTU-QFL.

3.4 Collective bargaining on clauses dealing with training and educational leave

For the Quebec labour movement, collective bargaining was always and still is an essential means of increasing the accessibility of training and education to its members. This bargaining effort has taken various forms, using various formulas:

- One of the best known is that of negotiating paid educational leave clauses for union training managed exclusively by the union organization;
- Another formula, found particularly in the public sector, provides for the right of workers to participate in training programs offered by the employer;
- One of the most widespread, but least known, is negotiation of clauses allowing time off for union business; although not specifically intended for this purpose, this time is partially used for union training;
- Finally, and to a lesser degree, there is negotiation of time off for union business clauses for the specific purpose of union training for specific categories of members.

The well-known formula of negotiating paid educational leave clauses for union training purposes has come into wider use in Quebec over the last few years, notably in the private sector. Among the United Automobile Workers (UAW), for instance, 59% of locals negotiated paid educational leave clauses, which, however, covered 83% of the total membership of this union in Quebec. The rate for this union in Canada as a whole is over 86%.

The clause recently negotiated between local 1900 and the American Filter Co. stipulates that:

"The company agrees to pay into a special fund one cent (\$0.01) per hour per employee for all paid hours, in order to provide paid

educational leave. The purpose of the aforesaid paid educational leave will be to improve employee skills in various aspects of union activities. The aforesaid sums will be paid quarterly to a trust fund established by the International United Automobile Workers Union (UAW).

The company agrees, in addition, to grant members of the bargaining unit chosen by the union to attend the aforementioned courses paid leave for the twenty days of courses, plus travel time, if necessary, and the aforesaid leave will be spread over a period of twelve months from the first day of leave. Employees granted leave will continue to acquire seniority and will be entitled to all other benefits during the leave period. Leave will be granted to at most two persons per year."

(19)

This clause, which creates a union training fund, under exclusive control of the union, is typical of the types of clauses that may be found in other sectors. Some identical clauses refer only to a contribution by the employer to an education fund, the amount of which is determined by a general meeting of the members. This is the case, with the Steelworkers Union, the International Association of Machinists (IAM) and other private sector unions.

A recent study of training clauses in collective agreements in Quebec, conducted by Réal Morissette of the "Ministère du Travail et de la main d'oeuvre du Québec" (Quebec Ministry of Manpower and Labour) reported in 1981 that "over 40% of collective agreements contained at least one training-related clause and these agreements covered almost 70% of employees. Educational leave is found in 11.3% of agreements covering 38.6% of employees (20). As the author states:

"If we give these data even minimal importance, it would be difficult to deny that training issues are of concern to both negotiating partners. Likewise, it would be risky to suggest that educational leave is not a subject of concern in and of itself.: (21)

As for the negotiated clauses which make provision for union participation in the allocation of training resources and educational leave, it appears they are less numerous but still significant. A special appendix to the research conducted by CEFA on the educational leave clause in Quebec collective agreements (22) reveals that "in 90% of clauses, it is mentioned that the right to make decisions concerning the granting of leave rests with the employer." In addition, this document specifies that "in 93% of clauses, it is the employer who makes decisions about granting of paid leave, and in 30% of cases the proposed studies must be job related."

As for time off for union business clauses, paid or not, it is impossible to determine what proportion of these clauses are allocated to training activities. Moreover, certain unions recently began to negotiate time off for union business clauses for training purposes. Such is the case notably for Canadair workers about to retire, for whom the International Association of Machinists, local 712, negotiated three days paid leave to participate in a training session offered by the union on preparation for retirement. (23)

3.5 The promotion of educational leave within the ranks of the labour movement

In the view of the labour organizations, the negotiation of new clauses dealing with training and educational leave is often the culmination of long and sustained information and consciousness-raising efforts among workers and

members. In a period of economic crisis, when the priority of union activity is focused on protecting jobs and salary conditions, education issues may end up on the back burner. The labour organizations have therefore endeavoured to keep this issue at the forefront of their concerns.

A variety of information and awareness tools have been created to promote, within the ranks of the union movement, principles and means to increase the participation of workers in training and education through negotiated and legislated paid educational leave. A slide show has been put together on "Paid Educational Leave" through the UQAM-CNTU-QFL agreement in co-operation with the Canadian Association for Adult Education (CAAE). Used primarily during basic training sessions, this tool has unfortunately not been used as much as training officers of labour organizations would have liked. Frequent publications on this issue have also been used to promote educational leave within the Quebec labour movement. (24)

A very effective method adopted by the Quebec UAW to communicate to its members the positive consequences on worker education of the negotiated paid educational leave clause (one cent an hour) has been to ask all union education instructors and session leaders to indicate at the outset of the course that participants are paid to learn thanks to the PEL (Paid Educational Leave) or "cent an hour" clause and that this is an important union victory. (25)

Finally, the Quebec labour movement stresses that within these democratic structures the debate over education and training issues is eliciting growing interest. These are issues which have been the subject of a great deal of research, thought and discussion, in all the forums of the various component organizations of the Quebec labour movement.

PART FOUR: POSITIONS OF QUEBEC UNIONS CONCERNING FEDERAL POLICY ON EDUCATIONAL
LEAVE

In view of the imminent intervention by the federal government in the area of educational leave, the Quebec labour movement is apparently inclined to develop the following positions and intentions:

- A. To support any policy on educational leave formulated by the federal government which, for the time being, would only be applied within the federal government's field of jurisdiction in the area of labour relations;
- B. To support any effort by the federal government which will contribute to the introduction of a policy on educational leave in all provinces of Canada, but only after consultation with the provinces and with strict respect for their jurisdiction in the field of education and manpower.
- C. To support any element of this policy on educational leave which would permit:
 - (a) The formal and legal recognition of the universal right to continuing education without discrimination on the basis of sex, age, social status, language, race, religion, physical or mental handicaps or geographical location;
 - (b) The inclusion of legislative provisions and stipulations (Labour Code, minimum labour standards) to facilitate the exercise of the right to education and training;

- (c) Special and effective educational leave measures to increase the occupational mobility of workers threatened with lay-off or dismissal, who wish to change jobs or retire; and
 - (d) Provisions guaranteeing an annual educational leave bank (e.g. 100 hours per year) that workers may draw on to participate in educational activities of their choice.
- D. To support any budgetary or fiscal measure by the Canadian government to set up a special fund to finance educational leave, whether on the basis of an additional tax on salaries and/or a tax on productivity gains.
- E. To support any legislative provision which would have the effect of recognizing the contribution and participation of the labour movement to the management and administration of educational leave programs, notably by granting active union representatives in the training field (special delegates, members of education committees, etc.) paid time off to fulfill their mandates and assume their responsibilities under acceptable conditions.

CONCLUSION AND SUMMARY

This study has surveyed the experiences, attitudes and current intentions of Quebec labour organizations with respect to the need for and accessibility of paid educational leave in Canada. It reveals, among other things, that in view of the scope of needs expressed by members in the field of vocational, general and union training and in view of the institutional barriers and obstacles to be overcome due to their individual and collective circumstances, the educational leave formula (as prescribed by the spirit and the letter of I.L.O. Convention 140) is considered the only formula likely to increase workers' chances of access to and participation in continuing education.

Taking into consideration the needs to be met and the obstacles to be overcome, Quebec labour organizations consider that a policy on educational leave in Canada should, first of all, meet the most urgent and highest priority needs. Improving the basic education of all workers, giving them greater occupational mobility, encouraging their participation in working life and society, better meeting the employment needs of women and helping specific groups to obtain access to training and education, these are the main policy directions that the Quebec labour movement would like a policy on educational leave to pursue.

Moreover, the study shows that the Quebec labour movement is very active in the education and training field and intervenes in an on-going fashion on the issue of educational leave, through collective bargaining, through internal information and awareness campaigns and through debates and discussions in democratic forums when briefs are presented to governments on education issues. The movement has developed important infrastructures and internal resources to make union training and general education accessible to members and leaders.

It has also succeeded in developing innovative pedagogical practices and approaches which are particularly well suited to the needs and realities of workers.

Finally, this study presents the consensus achieved by the Quebec labour organizations concerning the positions and attitudes to be developed with respect to the federal government's desire to intervene in the area of educational leave. They will support an educational leave policy which:

- will have the effect of recognizing, in principle and in fact, the right of workers to education and training,
- will provide for specific legislation to make it applicable and accessible,
- will receive, in one form or another, substantial and separate funding,
- and which will have provisions recognizing the labour movement as a useful and effective agent for promoting worker access to education as well as assisting it materially to fully play this role.

However, the Quebec labour movement calls on the federal government, for the time being, to intervene only in the fields under its constitutional jurisdiction with respect to education and employment and to undertake consultations and negotiations with the provinces in order to make the educational leave formula accessible to Quebec workers in the context of the laws and jurisdiction of the government of Quebec.

APPENDIX I

LIST OF PEOPLE INTERVIEWED1. Political officers of labour organizations

AUGER, Christophe Vice-President of the Confederation of National
Trade Unions (CNTU)

BLANCHETTE, Jean-Claude Secretary General of the 'Union des producteurs
agricoles' (UPA)

DAOUST, Fernand Secretary General of the Quebec Federation of
Labour (QFL)

2. Union education officers

BEAUDET, Gaétan 'Fédération nationale des enseignants du Québec'
(CSN)

BESNER, Gilles 'Union des producteurs agricoles du Québec' (UPA)

BLONDIN, Michel United Steelworkers of America (QFL)

BOUCHER, Maurice Education Service of the Confederation of
National Trade Unions (CNTU)

DESNOYERS, Luc United Automobile Workers (QFL)

DORÉ, Michel	Education Service of the Confederation of National Trade Unions (QFL)
FALCON, Jésus	International Ladies' Garment Workers' Union (ILGWU)
GENDRON, Camille	Montreal Local Labour Council of the QFL
GONTHIER, Jean-Marie	Education Service of the Quebec Federation of Labour (QFL)
MATTE, Michel	Education Service of the Quebec Federation of Labour (QFL)
NERON, Jean-Pierre	Education Service of the QFL
VIGNEAULT, Leo	'Union des producteurs agricoles de Québec' (UPA)
3. <u>Other persons involved in the field of worker education</u>	

BÉLANGER, Paul	Director, Institut canadien d'éducation des adultes (ICEA)
LIZÉE, Michel	Co-ordinator, UQAM-CNTU-QFL Agreement
PAQUET, Pierre	Research Service, Faculty of Continuing Education of the University of Montreal
SÉNÉCAL, Francine	Institut canadien d'éducation des adultes (ICEA)

APPENDIX II

REFERENCES AND WORKS CONSULTED

- (1) Brief submitted to Quebec Minister of Education on public funding of union training, December 1982, p 17
- (2) Comments and positions on the proposals to revive and renew vocational training of young people, QFL, February 1983
- (3) See, in particular, the briefs submitted by the Confederation of National Trade Unions (CNTU), the Quebec Federation of Labour (QFL), the 'Centrale de l'enseignement du Québec (CEQ), and the 'Union des producteurs agricoles' (UPA).
- (4) See, in particular, Du point de vue des adultes, ICEA-CAAE, Montreal, 1982, and Sondage sur les activités éducatives des adultes québécois (Survey of educational activities of Quebec adults), Appendix 2, CEFA, Government of Quebec
- (5) Brief submitted by the QFL to the Commission of Enquiry on Adult Education, QFL, Montreal, 1981, pp 19-20
- (6) Apprendre: une action volontaire et responsable, Commission of Enquiry on Adult Education (CEFA), Government of Quebec, 1982, p 168
- (7) On this topic, see the briefs submitted by the CNTU and the QFL to the 'Commission d'enquête sur le congé-éducation et la productivité'

(Commission of Enquiry into Educational Leave and Productivity - Adams Commission), 1979

- (8) Please refer to the briefs submitted by the QFL and the CNTU to the Jean Commission and the Adams Commission.
- (9) Apprendre: une action volontaire et responsable, op. cit., pp 81 ff.
- (10) *ibid*, p 83
- (11) On this subject, see Sondage sur les activités éducatives des adultes québécois, op. cit.
- (12) Brief submitted to the Quebec Minister of Education on public funding of union training, op. cit., p 18
- (13) *ibid*, p 20
- (14) *ibid*, p 4
- (15) *ibid*, p 6
- (16) *ibid*, p 14
- (17) Brief concerning the UQAM-CNTU-QFL agreement submitted to the Commission of Enquiry on Adult Education, Montreal, 1981
- (18) See A. Dunberry, Évaluation des activités de formation en santé et sécurité au travail dans le cadre du protocole UQAM-CSN-FTQ (Evaluation

of occupational health and safety training activities within the context of the UQAM-CNTU-QFL agreement), University of Quebec at Montreal, 1982

- (19) Collective agreement between American Air Filter and United Auto Workers, Local 1900, 1982, p 8-9

- (20) R. Morissette, Les clauses de formation dans les conventions collectives au Québec (Clauses relating to training in collective agreements in Quebec), 'Le marché du travail', vol 2 no 4, 1981, p 56

- (21) *ibid*, p 56

- (22) CEFA, La clause congé-éducation dans les conventions collectives au Québec (The educational leave clause in collective agreements in Quebec), Appendix 4, Government of Quebec, 1980

- (23) Collective agreement between Canadair Ltd. and the International Association of Machinists, Local 712, Montreal 1980, art. 8.3.0, p 7

- (24) On this subject, see the relevant CAAE, CNTU and QFL publications

- (25) Course manual, 'Paid Educational Leave', United Auto Workers, 1982 edition, Section 11, p 72

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